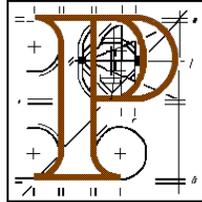


# An Bord Pleanála



## Inspector's Report

### Proposed Development

Construction of a National Maternity Hospital at St. Vincent's University Hospital, Elm Park, Dublin 4.

**Prospective Applicant:** Health Service Executive

**Planning Authorities:** Dublin City Council

**Nature of Development:** Health Infrastructure

**Inspector:** Kevin Moore

## **1.0 PRE-APPLICATION CONSULTATION**

1.1 A request to enter into pre-application consultations in relation to the proposed National Maternity Hospital development was received by the Board on 7<sup>th</sup> October, 2014 in accordance with section 37B of the *Planning and Development Act, 2000*, as amended by the *Planning and Development (Strategic Infrastructure) Act 2006*. The Board's representatives met with the prospective applicant on the following dates:

1<sup>st</sup> December, 2014

19<sup>th</sup> March, 2015

18<sup>th</sup> November, 2015

15<sup>th</sup> December, 2015

15<sup>th</sup> April, 2016

25<sup>th</sup> January, 2017

1.2 The Board's representatives also had a meeting on 11<sup>th</sup> November, 2015 with representatives of Dublin City Council and one further meeting with representatives of Dun Laoghaire-Rathdown County Council on 13<sup>th</sup> November, 2015.

1.3 The essential question put to the Board is whether the proposed development would or would not be considered strategic infrastructure within the meaning of section 37A of the Act.

## **2.0 THE PROPOSED DEVELOPMENT**

2.1 The prospective applicant has submitted that the National Maternity Hospital at Holles Street, Dublin 2 is currently working in exceptional circumstances created by a combination of constrained infrastructure and growth in deliveries. The existing site is considered to be compromised as a result of physical constraints. Following the identification of several clinical risks, the optimum solution was regarded as being the relocation of the National Maternity Hospital to the Elm Park campus to co-locate with Saint Vincent's University Hospital. In this regard it has been recognised that for optimal clinical outcome, maternity services should be co-located with adult acute services allowing the mother access to a full range of medical and support services should the need arise.

The new National Maternity Hospital, comprising a seven storey structure, would provide specialist services nationally, being a national tertiary referral centre for complex pregnancy and neonatal complications, and secondary services for the Greater Dublin Area. These services would be provided on an out-patient, in-patient, short-stay and community outreach basis. Medical and Surgical Specialties to be accommodated would include:

- Maternity
- Gynaecology
- Paediatrics
- Neonatology
- Pathology
- Genetics
- Anaesthesia
- Emergency Medicine
- Endocrinology/Diabetes
- Pain Management
- Oncology
- Colposcopy
- Urodynamics
- Foetal Medicine
- Haematology
- Psychiatry
- Reproductive Medicine
- Laparoscopic Surgery

These direct clinical services would be supported by a range of essential clinical and non-clinical support services including Corporate Services, Paramedical Services, Research and Education, General Support Services, Outreach and Home Based Service. The functional content of the hospital would include the following:

- Antenatal Clinics - Antenatal Outpatient Clinic and Neonatal Clinic.
- Clinical Support services – Phlebotomy, Parent Education, Social Work, Physiotherapy and Psychiatry.
- Foetal Assessment Unit - Ultrasound Department, Foetal Medicine Department and Shared clinical services.

- Gynaecology Out-Patient Department - Gynaecology Outpatient Clinic.
- Pregnancy Day Care Facility - Antenatal Day Ward.
- Early Pregnancy Assessment Unit.
- Maternity Emergency/Triage Department – Triage.
- Neonatal intensive Care Unit Accommodation – NICU and SCBU including associated support accommodation.
- Operating Theatre Department – Theatres, Recovery area and High Dependency Unit (HDU)
- Birthing Suite Accommodation - Birthing Rooms and Induction Suite
- Inpatient Accommodation (Antenatal, Postnatal and Gynaecology) including associated support accommodation.
- Support Services for inpatient accommodation - Sitting room/ transfer lounge and Treatment room
- Diagnostics – Radiology, Radiology Ultrasound, MRI Suite.
- Pathology and Laboratory services

In addition to the above, it is also envisaged that the majority of the following facilities/services would be accommodated in a shared space with St Vincent's University Hospital:

- Catering Kitchen
- Staff Canteen
- Dermatology Unit
- Neurology Ward
- Clinical Support Areas
- Consultant offices and support spaces
- NMH Corporate Services
- Research and education
- Medical Records
- HSSD Department
- Central Stores and Purchasing
- Facilities Engineering and Maintenance
- Environmental Engineering
- Waste Marshalling Compound
- Central Stores and Procurement
- Energy Centre Facilities
- Medical Gas Compound

- ICT

The proposed hospital would accommodate in excess of 190 in-patient beds and 50 specialist and neo natal/ special care cots and would take on all the functions (the role) of the existing National Maternity Hospital in acting as a national tertiary referral centre for complex pregnancy and neonatal complications. The proposed development would also comprise ancillary shared non-clinical support services and decanting works in connection with existing buildings and services on the site.

The proposed development would comprise a floor area of approximately 50,000 square metres, two-thirds of which would provide the maternity services and one-third the shared and non-clinical services.

The proposal would also include an extension to the existing on-site multi-storey car park (280 additional spaces approx.), which would include a new level over the existing car park and a second level over a reduced area. The car park would be accessible from both the existing entrance on Nutley Lane and from a new entrance from the internal road that is accessed from the existing campus entrance on Merrion Road.

### **3.0 LEGISLATIVE PROVISIONS**

#### **3.1 *Strategic Infrastructure Development***

Section 37A(1) of the Act states:

*An application for permission for any development specified in the Seventh Schedule shall, if the following condition is satisfied, be made to the Board under section 37E and not to a planning authority. Section 37A(2) of the Act:*

*That condition is that, following consultations under section 37B, the Board serves on the prospective applicant a notice in writing under that section stating that, in the opinion of the Board, the proposed development would, if carried out, fall within one or more of the following paragraphs, namely—*

- (a) the development would be of strategic economic or social importance to the State or the region in which it would be situate,*
- (b) the development would contribute substantially to the fulfilment of any of the objectives in the National Spatial Strategy or in any regional planning guidelines in force in respect of the area or areas in which it would be situate,*
- (c) the development would have a significant effect on the area of more than one planning authority.*

The Seventh Schedule of the Act is amended by section 78 Planning and Development (Amendment) Act, 2010 to include:

*Health Infrastructure*

4. Development comprising the following:

*A health care facility (other than a development which is predominantly for the purposes of providing care services (within the meaning of section 3 of the Nursing Homes Support Scheme Act 2009) which, whether or not the facility is intended to form part of another health care facility, shall provide in-patient services and shall have not fewer than 100 beds in order to so provide.*

**3.2 *Environmental Impact Statement***

Section 37E(1) of the Act states:

*An application for permission for development in respect of which a notice has been served under section 37B(4)(a) shall be made to the Board and shall be accompanied by an environmental impact statement in respect of the proposed development.*

**4.0 NATIONAL AND REGIONAL POLICY**

4.1 There are no objectives in either the National Spatial Strategy (2002-2020) or the Regional Planning Guidelines for the Greater Dublin Area (2010-

2022), which relate specifically to a national maternity hospital and/or its siting at St. Vincent's University Hospital campus.

## **5.0 THE QUESTION OF STRATEGIC INFRASTRUCTURE DEVELOPMENT**

- 5.1 Section 37A(2) of the Act sets out the conditions under which Seventh Schedule development is considered to constitute strategic infrastructure for the purposes of the Act.
- 5.2 Having regard to the nature and extent of the National Maternity Hospital, the prospective applicant considers that the proposed development falls within paragraph (a) of that section of the Act, being of strategic economic or social importance to the State and also to the region in which it is proposed to be situated.

I concur that the proposed development would, if carried out, fall within paragraph (a) of section 37A(2) of the Act having regard to the following:

- (a) The proposed development would be of strategic social importance to the state and the region, providing specialist services nationally and secondary services for the Greater Dublin Area;
- (b) The proposed development would not contribute substantially to the fulfilment of any of the objectives in the National Spatial Strategy (2002-2020) or the Regional Planning Guidelines for the Greater Dublin Area (2010-2022);
- (c) It is acknowledged that the development would have an effect on the area of Dublin City Council in which it would be situate and that it is reasonable to determine that it would be likely to have an effect, primarily in terms of traffic and transportation effects, on the neighbouring authority of Dun Laoghaire-Rathdown.

## **6.0 RECOMMENDATION**

6.1 Having regard to the record of the pre-application consultations between An Bord Pleanála and the prospective applicant, I recommend that the Board decides that:

1. The proposed development constitutes Strategic Infrastructure Development under the meaning of Section 37A of the *Planning and Development (Strategic Infrastructure) Act, 2006 (as amended)*, as it would fall within paragraph 37A (2) (a) and (c) of the Act; and
2. An EIS is required to be prepared under Section 37E (1) of the *Planning and Development (Strategic Infrastructure) Act, 2006 (as amended)*.

## **7.0 CONSIDERATIONS RELATING TO PROPER PLANNING AND SUSTAINABLE DEVELOPMENT**

7.1 I note that the Board, under section 37B(3)(c) of the Principal Act, may provide advice to prospective applicants as to what considerations, relating to proper planning and sustainable development or the environment, may, in the opinion of the Board, have a bearing on its decision in relation to an application. The following are regarded as relevant considerations relating to proper planning and sustainable development in this instance which the prospective applicant was informed of during the pre-application consultation process:

- The developments now and into the future in the context of a Development Plan for St. Vincent's University Hospital complex.
- The ability to accommodate the future growth / expansion of all developments individually and cumulatively within the confines of the SVUH campus.
- Traffic and transportation/accessibility – car parking, mobility management, public transport linkages, access
- Alternative sites

- Construction and demolition impacts
- Visual impact
- Impacts on residential amenity – height, design, scale etc.
- Public consultation.
- Miscellaneous – inclusive of impact on established infrastructure

## **8.0 PRESCRIBED BODIES**

8.1 The following is a schedule of prescribed bodies considered relevant in this instance for the purposes of Section 37E(3)(c) of the Principal Act:

- (a) Minister for Arts, Heritage, Regional, Rural and Gaeltacht Affairs
- (b) Minister for Communications, Climate Action and Environment
- (c) Minister for Housing, Planning, Community and Local Government
- (d) Minister for Transport, Tourism and Sport
- (e) Dublin City Council
- (f) Dún Laoghaire-Rathdown County Council
- (g) Transport Infrastructure Ireland
- (h) National Transport Authority
- (i) Irish Water
- (j) An Chomhairle Ealaíon
- (k) Fáilte Ireland
- (l) An Taisce
- (m) The Heritage Council

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Kevin Moore

Senior Planning Inspector

February, 2017.